

*Office Memorandum* • UNITED STATES GOVERNMENT

TO : Advisor for Management

DATE: 26 May 1951

FROM : [REDACTED] 25X1A9a

SUBJECT: Procedural Study Pertaining to the Preparation and Processing of  
Personal History Statement - Form No. 38-1.

1. In accordance with your instructions a study was conducted to determine the adequacy of the procedures being followed for the preparation and processing of Personal History Statements. It is desired to point out that representatives of Inspection and Security were most cooperative and greatly assisted me in conducting this procedural study. Following are the findings and recommendations.

## A. Findings.

(1) At the present time Personal History Statement Forms 38-1 (Exhibit A) are being furnished approximately 4000 individuals each month at a cost of approximately \$.0438 per form. Four copies of the Personal History Statement are furnished by Personnel when written request for the forms are received; however, only three copies are furnished on verbal request unless the applicant requests an additional copy. Of the 4000 individuals who receive Personal History Statements approximately 1500 return completed forms to the Agency and of this number [REDACTED] are forwarded to Inspection and Security for investigation.

(2) The Personal History Statement forms which are returned from the 1500 applicants in triplicate (in most instances) are received in the Applicant File Branch of Personnel. After they are time stamped a folder is prepared and the three copies are routed to the Correspondence Branch, Procurement Division for acknowledgement.

(3) The file is then routed to the [REDACTED] for review to determine if the forms are properly completed and suitability of the applicant for employment. If the forms are incomplete they are sent to the Correspondence Branch, Procurement Division for preparation of letter requesting completion or correction. It is believed that this should be done prior to the acknowledgement of the forms.

(4) If the forms are acceptable they are returned to the Applicant File Room for control posting and then routed to Overt or Covert Placement Branch.

(5) For positions GS-5 and below the Placement Branch determines selection or rejection. In all other cases the file is referred by Placement, through applicant file room, to operating officials for selection action.

(6) The files pertaining to rejections are returned to Correspondence Branch for preparation of rejection letters.

(7) The files pertaining to the individuals selected are forwarded to the Transaction and Records Branch for processing. Two copies of the Personal History Statement are withdrawn and forwarded to Inspection and Security using Form 37-104 (Exhibit B). The third copy of the Personal History Statement is retained as a part of the official Personnel File.

(8) Upon receipt of the Form 37-104 with two copies of the Personal History Statement attached in the Personnel Security Branch of the Security Division, Inspection and Security, a case number is assigned and a check is made of various indices within Inspection and Security. Upon completion of these actions both copies of the Personal History Statement are forwarded to the Special Security Division for initiation of the investigation. Since the Personnel Security Branch does not keep a copy of the Personal History Statement, it is often necessary for this Branch to secure one of the copies of the Personal History Statement from the Special Security Division during the investigation in order to complete certain phases of the processing of the case, such as "Special Tests" or inquiries.

(9) Upon receipt of the two copies of the Personal History Statement in Special Security Division, one copy is immediately sent to the [REDACTED] for the preparation of the Biographical Data Form 38-48A (Exhibit C) for distribution to FBI and other government agencies and the CE Unit of this Agency (OSO Name Check Files) in connection with the Name Check. The second copy of the Personal History Statement is used by the various "desks" in Special Security Division to determine scope of investigation and the [REDACTED] offices to which the cases will be sent for the conduct of the investigation. Representatives of Inspection and Security have stated that experience has shown that the average investigation requires that "leads" be investigated in at least three [REDACTED] offices and as a result of my experience with the Counter-Intelligence Corp I am inclined to accept this estimate as being reasonable. After a determination has been made as to which [REDACTED] will conduct the investigation the second copy of the Personal History Statement is sent [REDACTED] having primary interest. A separate letter containing instructions and leads and/or extracts similar to attached (Exhibit D) are prepared and sent to, at least, two other [REDACTED] offices concerned with the investigation. In some instances after the Biographical Data Forms have been prepared by the [REDACTED] the copy of the Personal History Statement which was sent to that office is also sent to one of the other [REDACTED] offices concerned with the investigation due to special circumstances. This means, of course, that while these two copies are out in the field offices, there is no copy of the Personal History Statement available for use within Inspection and Security Headquarters. Often it is necessary to [REDACTED] office to which the Personal History Statements have been sent to request that they be returned for special use. If sufficient copies of

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the Personal History Statements were available for distribution to the [redacted] offices concerned (at least three) it would reduce the time devoted by the Agent Analyzers in analyzing the case since leads could be checked on the Personal History Statement using a red pencil or a stamp could be used to indicate special action required, thus eliminating the necessity for dictating and typing this information. The Personal History Statements could then be sent to the [redacted] offices using a form letter with any special instructions typed thereon. If the [redacted] office conducting the investigation had a copy of the Personal History Statement more thorough and rapid investigation could be conducted since if new leads are developed in one office which contradict other leads; however, this could not be determined unless a copy of the entire Personal History Statement is available for each [redacted] office concerned. Also the [redacted] offices could develop additional leads other than the ones furnished by the Agent Analyst which would result in a more complete investigation being made. Five employees are now used in connection with typing letters and extracts of the information from the Personal History Statements for dissemination [redacted]. In order to provide one copy for each [redacted] office an average of six copies of each Personal History Statement would normally be required by Inspection and Security in addition to one copy for the Personnel Office. These six copies would be used as follows: one for the Personnel Security Branch of the Security Division and five for the Special Security Division (one for Name Check; one for Special Security Division File and three for the [redacted] offices.) Following are the methods which could be used to obtain these additional copies:

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(a) Require the applicant to fill out seven copies of the Personal History Statement instead of three. This would be an unreasonable requirement and would probably result in at least several of the forms being improperly completed. It might also discourage some applicants from seeking employment with the Agency. The present Personal History Statement is assembled by using staples and if the staples are not removed it is difficult to type the forms. This probably accounts for the fact that only two applicants out of every ten type Personal History Statements. Because of this fact it would be a terrific job to fill out seven forms in long-hand.

(b) Have four additional copies of the Personal History Statement typed within the Agency. This would be a time consuming job, costly and inexact.

(c) Have the applicant continue to submit three Personal History Statements and photostat four additional sets for Inspection and Security. This could be done by the Reproduction Division with existing equipment at the rate of approximately 25 sets per day which would take care of the present workload. The cost of this method would be as follows:

4000 sets of Personal History Statements (16000 forms at \$.0438 each)	\$ 700.80
4 additional sets for the 470 individuals to be investigated (1800 forms at \$1.28 per form)	<u>2406.40</u> <u>\$2402.40</u>
Total cost of Personal History Statements for 4000 applicants	<u>3107.20</u> <u>\$3103.20</u>
Cost per individual	\$ <u>77.78</u>

(d) Have a Colitho Snap-A-Part Set made up consisting of sixteen Colitho reproducible Snap-A-Part forms similar to attached (Exhibit E). Under this procedure each applicant would be furnished a set consisting of sixteen mats. Because of the care which must be exercised in preparing the mats, it would be necessary to furnish the applicant explicit instructions in order to insure that the mats were properly prepared. Following are some of the possible difficulties which could be encountered; however, factual information concerning the acceptability of the mats can only be obtained through actual tests or use.

(1) If improper pressure is exerted on the mat or erasures are improperly made it will result in a faulty mat which could not be processed.

(2) Because of the size and weight of the sixteen mats it would be somewhat difficult for the recruiters to handle them.

(3) The mats would have to be hand passed in the mail room since they could not be folded, stamped and sealed with existing equipment because of the size of the mats. The Chief of the Reproduction Division has indicated that the Government Printing Office tested this type of mat and decided against recommending it because of the difficulties encountered in preparation and correction unless it is prepared under controlled conditions.

The cost of this method would be as follows:

4000 sets consisting of 16 mats (approximately \$.90 per set)	\$3600.00
6 sets for the 470 individuals to be in- vestigated ( 2820 forms at \$.09 each) valued at	<u>253.80</u>
Total cost of Personal History Statements for 4000 applicants	\$3853.80
Cost per individual	\$ .96

(e) Other types of reproduction processes such as Ozolid and Microtronics were studied; however, because of the time element, expenses involved and other factors they were determined not to be feasible at this time and therefore were not considered. It is possible that the reproduction of these mats by microtronics could be substituted at a later date for the photostat with approximately the same results.

10. In addition to the applicant cases involving Personal History Statements (overt and semi-covert cases) requests for the investigation of individuals (covert cases) originate from OPC, OSO, and OO. These requests are usually prepared in memorandum form stating the facts to be investigated and are forwarded direct to Special Security Division. The processing of these requests is accomplished in the same manner as prescribed in paragraph 9, above, with the exception that it is restricted to Special Security Division Personnel.

11. Upon receipt of the Personal History Statements and all other documents pertaining to overt and semi-covert cases by the District Field Office, action is taken to have the Biographical Data Forms typed from the Personal History Statement if applicant case and from the other documents if covert case. An average of approximately 1000 cases per month require the preparation of Biographical Data Forms. Four employees devote full time to the typing of these forms. The Biographical Data Forms are very unsatisfactory since the carbon provided with the forms is for one time use only and therefore is of a very inferior grade. Because of this it is almost impossible to obtain twelve legible copies. The last two or three copies quite often are not legible and when this occurs it is necessary for the typist to type an additional set in order to obtain twelve legible copies for distribution to FBI and other Government Agencies. Experience has shown that if these forms are neatly prepared (typed) the name check is accomplished more quickly by the Government Agencies, therefore, it is essential that these forms be prepared in the best possible manner. On 2 May 1951, the [REDACTED] 5X1A [REDACTED] had a backlog of approximately 3000 cases pending the preparation of Biographical Data Forms. Four additional typists have been assigned to help reduce the backlog. If a multilith mat similar to (Exhibit E) is provided in lieu of the present Form 38-48A the typists assigned to Special Security Division could prepare the mat from the Personal History Statement or other documents and then twelve or more legible copies could be reproduced, and distributed by Special Security Division instead of the District Field Office. Since the preparation of these mats will be controlled by the Agency the difficulties mentioned in paragraph 9 (d) (1), above, should not be encountered. These mats can be procured for approximately 7¢ each. Also, the mats could be prepared by Contact Offices and forwarded to Special Security Division for action and thus save time for both offices. The mats pertaining to overt cases could be reproduced by the Reproduction Division, Administrative Services; however, the ones pertaining to covert cases could only be reproduced by Special Security Division for security reasons. Representatives of the Special Security Division have stated that

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since the covert cases represent approximately 50% of the name check total case load and the number is gradually increasing, mats should be used for both overt and covert cases. Of course, this would necessitate the procurement of a multilith machine for Special Security Division for the reproduction of both overt and covert biographical mats. In addition to the name check mats, a mat should be developed for use by OPC, OSO and OO to replace the memoranda which are now being prepared by these operating offices in requesting covert investigations. By standardizing the format of the requests time would be saved by both the operating offices and Special Security Division. The mat could be so designed as to provide a space for Special Security Division to insert additional information pertaining to the investigation. Sufficient copies of the requests for investigation could then be reproduced by Special Security Division for distribution to the field offices by form letter. It is believed, however, that this project should not be inaugurated until after the mats for the Biographical Data Forms have been installed.

12. In connection with the preparation of Biographical Data Forms from the Personal History Statements, if the items required for the Biographical Data Form appeared in sequence on the Personal History Statement the typing time for the Biographical Data Form would be reduced approximately 50%. It is understood from Special Security Division that the sequence of the items on the Biographical Data Form cannot be changed because of FBI requirements. Consideration was given to the revision of the Personal History Statement to conform with the Biographical Data Form, however, it was determined that even though it would reduce the time required to type the Biographical Data Forms it would make it more difficult for the Analyzers to analyze the case and therefore it would not merit further consideration at this time.

13. In addition to the need for additional copies of the Personal History Statement, mats for the Biographical Data Forms and mats for requests for investigation from OSO, OPC and OO, a problem exists in connection with the reproduction of material for dissemination to approximately 200 agents by Special Security Division. This material consists of general instructions and highly sensitive material such as credential and cover information and other information which should be processed only by Special Security Division, Personnel. At the present time this material is either reproduced by Special Security Division, Personnel on a ditto machine located in Inspection and Security or typed, since it cannot be reproduced by the Reproduction Division because of its sensitivity. The ditto machine is in need of repairs and in addition is not suitable for the reproduction of the number of copies involved. The TWX equipment located in Inspection and Security is used for transmitting leads and other information pertaining to investigations in progress and could not be used for the dissemination of this material.

#### B. Recommendations.

1. That sufficient copies (at least six in every case) of the Personal History Statement be provided Inspection and Security in order to eliminate the necessity of having to extract and type information from it for dissemination to field offices. The Chief of Special Security Division has indicated that this would reduce the man hours required for the Administrative proceedings of the Personal History Statements in Inspection and Security by approximately 40% and therefore expedite the completion of the investigation. Representatives of Special Security Division have indicated that two typists GS-4 would be

eliminated if this is accomplished and approximately two hours per day would be saved by GS-7 Analysts. In addition Inspection and Security would have a better "end product." In view of the information shown in paragraph 9, above, it is recommended that these additional copies be provided through the use of photostats. Under this procedure the Transaction and Records Branch of Personnel would forward the two copies of Personal History Statement with Form 37-104 and request for reproduction of four photostats to the Reproduction Division. The Reproduction Division would reproduce the four photostats and then forward the six sets of the Personal History Statements to Inspection and Security. When necessary Special Security Division could request additional photostats of the Personal History Statement from the Reproduction Division. In view of the relatively low cost of photostats, after this procedure has been installed consideration should be given to requiring applicants to accomplish only one Personal History Statement. Five photostats would then be made by the Reproduction Division instead of four.

2. That action be taken to reproduce the Biographical Data Form using a Colitho Snap-A-Part Mat similar to the attached (Exhibit E). It has been estimated by representatives of Special Security Division that one typist GS-4 will be eliminated as a result of this application.

3. That a multilith machine be procured for Inspection and Security for use by Special Security Division in reproducing the Biographical Data Mats and material for dissemination to the agents assigned to the Special Security Division. Representatives of Special Security Division have indicated that two typists GS-4 can be eliminated if adequate facilities for reproducing this material is provided. A multilith machine may be available within the Agency for transfer to Special Security Division.

4. That after the multilith machine has been procured for Special Security Division action be taken to develop a mat for use in reproducing the requests for investigation from OPC, OSO and OO. Representatives from Special Security Division have concurred in this recommendation.

5. That the Screening Unit of the Personnel Office review the Personal History Statements for proper completion and suitability of applicant for employment prior to acknowledging receipt of the Personal History Statement.

6. That if the above recommendations are approved that further procedural studies be conducted by this Office in connection with the installation and operation of the proposed changes and allied procedures.

*S.S.D. is urgently in need of the multilith machine & prompt delivery is requested.*

*Concur for the Security Div.*

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Acting Depy Adm. Secy  
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